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ABSTRACT

This report presents guidelines proposed and utilized by practicing teachers and administrators for coping with student activism. Included are discussions of the causes of student activism, the indicators of student unrest, and the preparation for the protest, including what to do when violence occurs and guidelines for longrange planning. The author concludes that public schools should provide youth with the experiences of the due process procedure in resolving individual and group differences, thus teaching them to accept social discipline as expressed in tradition, custom, and law. He also maintains that students should be involved in the intellectual life of the school including representation on faculty and parent-teacher committees. Appendixes contain sample policy statements for dealing with student disruptions as set forth by the Los Angeles Public School Districts' director of public information and the superintendent, and the Los Angeles Police Department. (JF)

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ADMINISTRATIVE GUIDELINES

FOR

HIGH SCHOOL ACTIVISM

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EA 003 554

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Acknowledgments

The editor would like to express his appreciation to the contributors of this publication. They are: Messrs. Ray Page, Ronald Stopka, Mel Oard and Larry Larson. A brief vita of each of the contributors follows:

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The manuscript was read and constructive revisions were recommended by Dave Berg, English instructor at the Northern Illinois University Laboratory School at DeKalb, Illinois.

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Finally, to the many public school principals in the Northern Illinois area, who encouraged this publication, we wish the best of luck in a most precarious professional position--administering the schools of our state.

About the Editor

John Dal Santo was educated in the public and private schools of Chicago and attended public universities in Illinois. He has been a teacher of shop mathematics and mechanical drawing at George Washington Carver High School in Chicago. He was also an industrial arts teacher and coach at the Cahokia High School in East St. Louis, Illinois.

Mr. Dal Santo has been a teacher, guidance counselor, guidance director, high school principal and superintendent of schools in Illinois for sixteen years. He served as a National Association Secondary School Principals (NASSP) administrative intern at Evanston Township High School, Evanston, Illinois.

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I

INTRODUCTION

A primary purpose of these guidelines is to present to interested educators what practicing teachers and administrators have proposed and used in actual situations with a relative degree of success.

It is the feeling of the editor and the contributors that legislation and law enforcement is not the panacea that will solve student activism. In the final analysis, trust, respect, and relevant dialogue among students, teachers, administrators, community leaders and parents will bring about an understanding to the problems which are facing public schools throughout the nation.

While some of the suggested guidelines apply basically to high school students, the problems raised by activism in the high schools are not that much different than the problems being raised on college campuses. There is no doubt in the minds of trained educators that the forces at work and the lessons to be learned at one level of education apply at another.

Administrators should keep abreast of the materials (i.e., written, films, filmstrips, and others) available in planning their responses to student dissent. Evidence is mounting that youthful protest is likely to continue and increase.

On the pages which follow, there is an elaboration of the ongoing components of acceptable strategies in coping with student protestors.

II

EXTENT OF ACTIVISM

Today attention is being focused upon the national concern for student activism by the numerous surveys and reports that have been undertaken within the last three years. The House Subcommittee on General Education made a survey of all the nations' 29,000 high schools for the school year 1968-69. The survey was returned by 15,086 high schools, and of that number 2,710 reported they had student protests during the school year. Eighty-three of these schools reported having five or more protests in one year.

The methods of protest reported were strikes, boycotts, riots, sit-ins and underground newspapers. These protests were staged over curriculum policies, dress codes, student political organizations, disciplinary rules, teachers and principals, school services and facilities, outside speakers, racial issues, and other social issues.

In 31 per cent of the protests, non-students were involved. These included college students, drop-outs, members of community organizations, teachers, and parents.

Of the schools which had protests in 1968-69, 43 per cent anticipated additional trouble in the 1969-70 school year. Fourteen per cent of the schools which did not have trouble in 1968-69 anticipated trouble in 1969-70.[1]

The National Association of Secondary School Principals reported on January 1969 that 66 per cent of the nation's high schools and 59 per cent of the junior high schools had experienced some form of student disruptions.

According to a report released by the United States Office of Education[2] there were 341 student protests in secondary schools in 38 states and the District of Columbia between November 10, 1968 and March 10, 1969.

In May, 1969, the Urban Research Corporation of Chicago reported that student protests in elementary and secondary schools will continue to be a disruptive, nagging influence for school administrators.[3] According to this report, racially-oriented disturbances share the following major characteristics:

1. The incident which triggers the disturbance usually is not the real cause of the disorder (e.g., typically a minor incident serves to release deeply felt black-white animosities or long-brewing black resentments against racism).

2. Most school protests are directly related to the racial composition of the school. Protests in all black schools tend to result in vandalism, while in integrated schools black and white students tend to take out their apprehensions and anger on each other.

3. In nationwide high school protests black students tend to focus their demands on changes in administrative personnel, faculty, curriculum and disciplinary policies. The typical protest behavior used by students was the school boycott.

The following remarks were adapted from a speech by Dr. Scott D. Thomson, Superintendent, Evanston Township High School, Evanston, Illinois, to the National Association of Secondary School Principals at their convention in San Francisco, March 2, 1949.[4]

There are basically four different alienated student groups: (1) the Hippies; (2) the New Left; (3) the advocates of Black Power; and (4) the Third World Liberation Front. Each of these groups has unique characteristics.

The Hippies are an a-political group that has dropped out of society because it is too competitive and materialistic. They would rather occupy themselves with drugs, mysticism, and communal living.

The New Left activists, on the other hand, are deeply committed to political action. They want change, the more radical desiring revolutionary change. They organize protests and engage heavily in political education. They plan to reshape society by assaulting schools and gaining power. As their theoretician, the New Left has chosen Sartre for his views on Existentialism. They also admire Che Guevara for his personal commitment to revolution against the privileged--even though his every move was a mistake and a miscalculation and he died in the jungles of Bolivia with an army of six men. Herbert Marcuse gains their respect for dissecting contemporary institutions and Ho Chi Minh for embarrassing a computerized Pentagon.

The Black Power students of high school age concentrate on specific racial issues such as proposals for an Afro-American curriculum, the hiring of black teachers and administrators, the purchase of black products, the display of black art, etc. Black Power groups have tended to become increasingly demanding of "White Institutions". Students of Black Power movement support W.E.B. Dubois for a prophetic insight into the conditions of the black man in America; they revere the late Malcolm X for publicly challenging the superiority of the whites; and they respect Stokely Carmichael for popularizing the movement.

The Third World Liberation Front, a relatively new group, resulted from a partnership of the more radical black and white students into a united front for the rights of all the oppressed peoples. Because this

is a group of political revolutionaries, their influence in the high school may not develop until 1972, although some say it may take until 1975. For the Third World People, Eldridge Cleaver and Mao Tse-tung are saints to save all non-whites everywhere.

What has caused the youth of our nation to resort to the dissent tactic in order to be recognized? A report entitled Confrontation or Participation: The Federal Government and the Student Community[5] suggests that student activism can be attributed to some extent to the alienation of the student subculture from the mainstream of our American way of life. Because the student is not currently occupied with adult concerns related to earning an income, raising a family, and pursuing a career, a young person can express his judgment of our democratic system from a limited perspective and with mixed emotions. It is hopeful that this expressed student concern may be channeled constructively and may thus evolve into a cooperative approach to solving problems related to student activism. There will be need for strong leadership from the Establishment as well as from the youth community in order to initiate and implement change. The aforementioned suggestion should also be supported by sincere long-range planning and commitment by all involved.

It is the opinion of the editor after having reviewed the numerous surveys and reports on student activism, that the cause of student protests and confrontations at the secondary and higher education level is twofold: (1) The individual student is seeking some sort of identification because all schools have become impersonal and (2) The majority of parents have become too permissive and have not given their children a sense of direction.

Why Students Become Activists

There is no doubt in the minds of most educators, who are responsible for providing our youth with a relevant education, that our public schools should be the focus of academic debate; however, the schools should never become the haven for political martyrs.

Dr. Vernon C. Pohlmann, Professor of Sociology, Illinois State University at Normal, Illinois, conducted a survey that asked teachers, administrators and sociologists to identify what they thought to be the reasons for student unrest. He reports as follows:

1. Students reflect the unrest of the adult society.
2. Students are insecure in the face of the war, the draft, riots, crime in the streets, and other crises.
3. Students are confused by inconsistent adults who profess certain ideals and behave otherwise.
4. Family life is inadequate; supervision is lacking as mother works outside the home; other families are broken by divorce.
5. Parents are too permissive and fail to teach respect for authority; they defend their children when the teacher tries to discipline them.
6. Teachers are too authoritarian; they must earn respect and not merely demand it.
7. Teachers are too prejudiced against lower-class children and especially non-whites; they invite retaliation.
8. In our very affluent society, teenagers are spoiled and demand everything without earning it.[6]

From January to April 1969, Dr. Kenneth Fish,[7] Principal of the Montclair High School in New Jersey, visited 15 selected high schools from Connecticut to California, interviewing students and staff to record the chronology of conflict and to analyze viewpoints toward it--including views of principals, black militant students, and involved citizens.

Schools included in the study range from 1200 to 4000 in enrollments, with the entire spectrum of minority racial groups represented. Non-white school populations range from less than five per cent to 95 per cent. Schools whose corridors have been patrolled by more than 100 policemen are included along with schools where no trouble has occurred, even though the ingredients of conflict have been present--bigness, urban location, and a racially mixed population. A full report of the study is to be published in the Fall of 1970. Meanwhile, Fish's tentative recommendations for principals include the urgent reminder of the principal's responsibility to prepare in advance of conflict the resources of faculty, administration, student body, and community in cooperative efforts to resolve differences.

Among the fundamental obligations the principal bears, according to Fish, are these:

1. To communicate, continuously and fully, with students.
2. To make needed reforms in the student council.
3. To expand the activities program.
4. To call for and use outside help when it is needed.
5. To develop an emergency plan.
6. To work positively with the news media.
7. To reform the curriculum.

III

INDICATORS OF STUDENT UNREST

Before student protests and/or disturbances break out in our schools, educators should be aware of the clues or indicators of possible trouble. Listed below under the following four main categories, (1) School Dissatisfactions, (2) Lawlessness, (3) Student Actions, and (4) Communication, are indicators that things are not going as they should.[8]

1. School Dissatisfactions

   a. Increasing complaints about teachers and administrators

   b. Curriculum complaints

   c. Student dissatisfaction with mediocre teaching methods

   d. Complaints that minority groups are tracked or shunted into special education classes and general education courses.

   e. Teacher complaints of increasing disciplinary problems with demands for stricter disciplinary measures.

   f. Complaints that minority groups are not recommended for college, are not elected to student council nor to honor societies, are not selected as cheerleaders, and are not included in other school activities.

   g. Complaints about inconsistent, subjective, and biased disciplinary procedures

2. Lawlessness

   a. Increased police-student contacts

   b. Increased vandalism to school or community property

   c. Increased use of alcohol and drugs

   d. Students carrying weapons

e. Rumors of conflict

f. Threats made to teachers

3. Student Actions

a. Use of delegations to present a point of view

b. Absenteeism of a questionable nature, especially among radical or ethnic groups

c. Seemingly minor conflicts between ethnic or racial groups

d. Appearance of an underground newspaper

e. A growing and consistent infraction of school rules and policies

f. Reports of emotionally charged statements made in class

g. The appearance of far-out clothing and hair styles

h. Increased participation of high school students in activist college student organizations

4. Communication

a. Lack of communication between students and administration

b. Polizaration of students

c. Administrators and teachers with either negative or indifferent attitudes

d. Lack of involvement of different minority or ethnic groups in school affairs

e. Appearance of outsiders and non-students in school

f. Appearance of hate literature in school and/or community

g. An atmosphere which is quiet to the point of being unnatural

h. Requests by parents that disruptive pupils of all grade levels be removed from school

i. Attempts on the part of groups to circumvent the administration and make initial contacts concerning a problem directly with the school board.

IV

PREPARATION FOR THE PROTEST

Many administrators have been reluctant to develop any strategy or guidelines in preparation for student protests. The fact is many administrators say, "It won't happen here."

The lack of realistic preparation becomes apparent when the beseiged administrator begins to look for allies.[9] The principal should not blindly count on faculty and staff support unless he has planned for it in advance as part of the school's strategy for coping with dissent. It takes time and effort to instill loyalty among one's faculty.[8]

Another integral step in advance preparation for student protests is to establish a good communication system between the administration and the student body. The administrator must always be aware of how the student feels and what he thinks. The student needs to know the administrative standpoint on issues and also know that changes may be obtained through existing channels without disruption.

Part of the preparation for disruptive activities is knowing and watching for the patterns of disruption. By doing this, a principal should never be taken by surprise.

Administrators must be prepared not to over-react to abuse. Activist students are aggressive, purposely irritating, rude, and given to using four letter words and issuing ultimatums.[9] This is calculated behavior designed to divert the attention of school personnel and thereby

prevent them from reaching the real cause of the problem. In dealing with these students, school men will have to learn to exhibit a kind of forbearance and personal strength never before required of them.

School authorities should grant concessions when possible, but should be prepared to state the reasons why certain concessions cannot be granted.

When a disturbance occurs, the administrator must be prepared to live within the rules as they are. He cannot and should not agree to anything that is illegal or against regulations. At times, however, the best course of action for all parties concerned may be to get a rule changed. This action should be based on a sincere conviction that such a change is in the best interests of the school. At no time should honest compromise and efforts at remediating inequities be equated with "selling your integrity".[9]

The tactical plan developed in advance should be kept confidential. If the student activist groups know little or nothing about the school's plans and procedures for dealing with disturbances, they will not have the opportunity to formulate actions to foil these plans (See Appendices A and B).

Student Disorders

If a disorder should break out, the administrator should keep in mind that he is responsible for the welfare of the students, staff and school property. Once the student protest occurs the administrator should proceed as follows:

1. Determine the issues and decide where to draw the line.

2. Notify all persons that should be notified, as determined in your pre-planning.

3. Assign a responsible person to handle all telephone calls.

4. Notify pupils in the disruption by electrically amplified means that they are to leave the campus or return to class.

5. Establish a closed campus.

6. Have all classrooms, offices, records and files locked.

7. Assign staff members to keep a log and take pictures.

8. Provide a room and staff member to take care of the press. Try to keep news media away from demonstrators.

9. Have all staff members remain on campus until all pupils have been safely dismissed.[8]

The Boycott or Sit-In

Improper handling of a boycott or sit-in could very easily cause more and bigger problems to arise. The recommendations in the following paragraphs were made by schoolmen who have experienced such disturbances and evaluated the aftermath.[10]

1. In the case of a boycott or sit-in it is best to postpone immediate contact with the students. The administrator should make a full assessment of the situation, rally all available force and help, calm down and then confront the demonstrators.

2. Many times a frank and honest promise to investigate the demands will get the students back to class right away. The promise must be kept and follow-up action should be immediate, thorough and just.[9]

3. A member of the local community who has the respect of the students may be used to help settle a boycott or sit-in. This person can mediate in a situation where school or police personnel would only intensify the situation.[9]

4. Many times a boycott is best handled by waiting it out. It may decay from within in time. Arrest may only make martyrs out of the demonstrators, especially in the light of a recent court decision making picketing of a high school legal.

5. Any action taken against the ringleaders should be absolute whether it is suspension, expulsion, or arrest. Vacillation will breed further discontent.

6. Any reasonable, legitimate demand by the students should be granted if the administrator can do so in good conscience.

7. Demonstrators frequently question an administrator's legal authority with respect to specific action. Not only should the administrator be able to cite the codes, but he should have them reproduced and disseminated to the demonstrators (See Appendix C).

What To Do When Violence Occurs

Man's inhumanity to man is not easily changed. Kenneth Clark, author of the best selling, "Civilisation" (British spelling), has this to say:

> "I believe that order is better than chaos, creation better than destruction. I prefer gentleness to violence, forgiveness to vendetta. On the whole, I think that knowledge is preferable to ignorance, and I am sure that human sympathy is more valuable than ideology . . . in spite of the recent triumphs of science, men haven't changed much in the last 2,000 years, and in consequence we must still try to learn from history. History is ourselves."[11]

Violence, in the editor's opinion, is the worst student disorder to cope with; for these students usually cannot be integrated into a rational listening group. Violence may result in injury to students and the destruction of school property. When violence breaks out the administrator should keep the following strategies in mind:[8]

1. Stop the disruption as soon as possible and isolate the students involved.

2. If law enforcement agencies have to be called, make sure you request enough men to get the job done.

3. Keep the press and public well-informed. Rumors and ill feelings can create or intensify problems.

4. Take all measures necessary to assure the safety of the students. If tension is high, closing school for a day or two may be the best answer.

5. When school reopens it may be necessary to have police patrol the halls to assure the parents of their children's safety.

6. Have pictures taken during the whole disorder. It helps to reduce the mob action and provides proof of who were the actual participants.

7. Find the cause of the trouble and take steps to solve the problems. Sometimes these may be community problems that have polarized in the school. In this case the administrator will have to work with community leaders to achieve a peaceful settlement (See Appendix D).

Long-Range Planning

The measures for dealing with dissent that have already been discussed are only stop-gap measures and should not be considered a panacea. To effectively deal with dissent, the administrator, as was mentioned earlier, must do some long-range planning directed toward eliminating many of the causes of dissent.

The following plan is recommended by the Institute for the Development of Educational Activities (IDEA) in anticipation of student protests.[8]

1. A concrete strategy for coping with dissent must be developed. This includes plans for dealing with implications of the incident as regards to its causes, effects, and necessary action to ward off recurrences.

2. The administrator should seek ways of affording students a voice in deciding who teaches them, what they learn, and how they are governed.

3. The administrator and his staff members should avail themselves of opportunities for training in sensitivity and human relations in an effort to make schools more personal and more humane.

4. The instructional program must allow for meaningful dissent. The secondary school curriculum is in desperate need of humanization, of teaching students and not subjects, and of connecting traditional values with current questions.

5. The student is exposed by television and other mass media to the events of the world in greater depth than ever before. He will not accept platitudes and lip-service statements. The student of today is able to distinguish sincerity from pretense. He can see and read that actions of many adults do not conform to their voiced convictions.

6. The school's teaching personnel should periodically review the curriculum with a look toward revitalization. The educator must not go stale on curriculum and instruction, the real business of education.

7. The guidance program should help students grow in decision-making skills as well as providing meaningful assistance with vocational and college planning. Support services to the counseling program should include psychologists, psychiatrists and social workers.

8. A good activity program affords the school an opportunity to recognize all outstanding achievement and citizenship--a strong motivating force in any organization. The student who is active in music, speech, or athletics usually develops a sense of good citizenship and school pride.

9. Structural changes may improve communications and thus avert crises, but the problem of trust is essentially psychological and a matter of personalities and leadership.

10. High school programs should be developed which give students the opportunity to serve as volunteer workers in hospitals, laboratories, nursing homes, social agencies, and in community projects of social consequence. Young people need service because the schools cannot do the total job of providing avenues of adventure and the outlets provided by adventure for their restlessness and enthusiasm. Too many students are now finding such outlets in extreme radical groups.

V

CONCLUSION

It is the firm belief of the editor and the contributing secondary school teachers that the primary responsibility of every educator, whether he be associated with elementary, secondary, or higher education, is to maintain and perpetuate a democratic society. It is the public school system of our nation which introduces our youth to the ideology and function of our democratic way of life. The public school system is the bulwark of our society. Therefore, it should provide our youth with the experiences of the due process procedure in resolving individual and group differences. Through this procedure, our students will learn that through our willingness to accept social discipline as expressed in tradition, custom, and law, we should be able to suppress anarchy and violence and at the same time secure redress of grievances.

The guidelines suggested in this publication will, we hope, aid today's practicing school administrator and classroom teacher in coping with the impending problems associated with student protests.

Dr. Scott D. Thomson, Superintendent of Schools, Evanston Township High School, stated that, "Those zealots who want students to play at school all the games of the adult world, under the aegis of civil rights, simply do not understand the Pandora's Box they are attempting so righteously to unlock."

Thomson continued, "Open programs of action in high schools could result in a disastrous sequence of events against reflective thought and

would give opportunity for manipulating youth for any cause, true and bold."

High school students should be involved in the intellectual life of the school. This could be accomplished with retreats, short intensive elective courses in specialized subjects, and student representation on faculty and parent-teacher committees.[12]

The conclusions of the American Council of Education report included recognition of the right and necessity for constructive dissent, coupled with a firm condemnation of disruption and violence. The report included the reminder that "The education community needs to undertake a far more comprehensive effort than ever before attempted to study the underlying bases of youthful discontent and alienation and the broad social problems to which they are related."[13]

Finally, student involvement should be conducive to the educational evolution, not revolution, of any school system. Administrators and all faculty members should be aware of the following regarding students and the activities in which they participate.

1. Everyone should be made aware of what is expected of each student.
2. The school's communication system should be centralized.
3. Everything should be checked as fact--then have it verified.
4. The student body should be identifiable (e.g., identification cards, preferably with photographs).
5. Students should be sincerely involved in their school's decision-making process.
6. Procedures or guidelines should be developed to cope with possible student unrest.

7. Knowledge and awareness of court decisions regarding student unrest should be provided.

8. Community support in coping with student protests should be actively solicited.

APPENDICES

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APPENDIX A

C-O-P-Y

LOS ANGELES CITY SCHOOL DISTRICTS

Administration Offices: 450 N. Grand Ave.,
Los Angeles, Calif. Tel. 625-8921
Mailing Address: Box 3307, Los Angeles,
Calif. 90054

JACK P. CROWTHER
Superintendent of Schools

J. GRAHAM SULLIVAN
Deputy Superintendent of
Instruction

ROBERT E. KELLY
Deputy Superintendent of
Business & Educational Services

JOHN A. GILLEAN
Director of Public Information

Dear

Thank you for your interest in our Superintendent's Bulletin relative to emergency procedures for handling disruptions, disorders and demonstrations.

For your information, under K-1 on page 4, I am using a little different language in advising the Public Information Officers on how to proceed.

I am saying:

K-1. Contact your area public information officers for assistance in handling representatives of news media. If he is not available, assistance will be provided by the Public Information Office at administrative headquarters.

a. In any case, assign responsibility to a member of your staff to work directly with the public information officer and news media representatives.

b. If possible, provide a room which can be used for press conferences or press briefings.

c. Whenever possible make yourself available to the public information officer for direct contacts with press media representatives.

I trust that this information will be of assistance to you.

Sincerely,

John A. Gillean, Director
Public Information

JAG:mh
Attach

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APPENDIX B

C-O-P-Y

LOS ANGELES CITY SCHOOL DISTRICTS

Superintendent's Bulletin #22

March 17, 1969

TO: ADMINISTRATORS OF ELEMENTARY, JUNIOR AND SENIOR HIGH SCHOOLS

FROM: OFFICE OF THE SUPERINTENDENT

SUBJECT: EMERGENCY PROCEDURES FOR HANDLING DISTURBANCES, DISORDERS, OR DEMONSTRATIONS (1) BY PUPILS, (2) BY EMPLOYEES OF THE DISTRICT, OR (3) BY ADULTS WHO ARE NOT DISTRICT EMPLOYEES

Emergency procedures are outlines in this memorandum for the use of principals in the event of a disturbance, disorder, or demonstration on or adjacent to school sites, whether caused by individuals or by groups. These guidelines apply to situations involving pupils, employees of the district and adults who are not employees of the district. The final decision for determining the nature of the assistance needed is the responsibility of the school administrator.

It is recognized that the school administrator, with the assistance of security officers as needed, can and should perform all the regulatory functions that are inherent in campus life. If a disturbance, disorder, or demonstration should occur that is beyond the capacity of the administration to control, however, it is recognized that the resources of local law-enforcement agencies must be utilized to safeguard the welfare of pupils and school personnel and to protect school facilities.

For your information, a copy of the "Policy of the Los Angeles Police Department" dated February, 1969 is attached.

Should a disturbance, disorder, or demonstration be anticipated or occur, the principal or his designated representative shall:

A. Notify

1. Security Section (624-7011)

   a. Principals with the assistance of a security officer, shall determine the type of help needed; i.e., intelligence officers, community relations officers, patrol officers (black and white vehicles), school district security agents.

   b. Security Section shall notify the enforcement agency and dispatch a school district security agent to the site.

   c. Security Section also shall notify the Office of School Defense (625-8911, Ext. 2131). This office will, in turn, notify:

(1) Area Superintendent
(2) Superintendent
(3) Associate Superintendent
(4) Office of Public Information
(5) Deputy Superintendents
(6) Transportation Branch
(7) Office of Urban Affairs

2. The Security officer, if present on campus, of the nature of action taken.

3. Community representatives or resource groups, such as the PTA or community advisory committee.

B. Assign responsible staff members to

1. Receive and direct all telephone calls related to the emergency

2. Supervise use of the main entrance to the campus

C. Determine the issues. "Where do you draw the line?"

1. Refer to Superintendent's Bulletin No. 20 dated March 12, 1969, Subject: Policy Statement With Reference to Campus Disturbances, which reads in part:

"...if we are to develop and maintain communication and participation on an effective and mutually cooperative basis, we cannot allow persons with disruptive intent to endanger the safety of pupils or school personnel, to damage property, interfere with the educational process, or to attempt to close the schools. In view of the events which have occurred recently, it is imperative that all necessary steps be taken to protect the pupils, District personnel and property.

"Therefore, it must be understood that disorder and disruption of the school process will not be countenanced and persons attempting such actions will be held accountable. Further, if it becomes necessary in our efforts to protect pupils and staff and to effectively operate the schools, we fully intend to ensure the enforcement of all laws and to seek the prosecution of those who would violate the laws. We cannot abdicate our responsibilities for the maintenance of a positive educational program to the special interests of any particular group or organization."

2. Prepare a written statement designating the time and place at which individuals or authorized representatives of groups can present their views or opinions on issues. Copies of this statement can be distributed and also used for reference in making announcements.

D. Observe the procedures listed in E. and F. in dealing with <u>pupils</u> who are participating in the following:

1. An unlawful assembly on campus, loitering, or other disruption of classes

2. A walkout

3. Picketing
(If picketing occurs adjacent to or off campus, action is the responsibility of a law enforcement agency.)

E. Notify pupils via bull horn, public address system, or other means in the presence of adult witnesses that they should take one of the following courses of action:*

1. Attend classes.

2. Leave campus and go home.

F. Warn the pupils that they risk suspension and/or arrest if they remain on campus but do not attend classes. (No physical effort shall be made to prevent pupils from leaving the campus.)

G. If a pupil persists in any of the unlawful activities referred to in D. following a second warning and after a reasonable period of time (not to exceed 2 or 3 minutes), notify him of his suspension and direct him to leave campus. If he continues to remain on campus, after his notice of suspension, proceed with his arrest under the provisions of Section 602, Penal Code, and Section 16701, Education Code.

In general, law-enforcement officers do not make arrests on school premises unless requested to do so by the principal or his designated representative. However, a law-enforcement officer, including a school security officer, can legally make an arrest if, in his judgment, there is a breach or violation of the law.

H. Follow these procedures in dealing with employees of the district:

If, during assigned hours of service, a certificated, classified, or unclassified employee of the district participates in a sit-in, a walk-out, picketing, or any demonstration, or encourages any pupil to participate in any of the aforementioned activities or to absent himself from class or to leave school, the principal or his delegated representative shall, in the presence of an adult witness, direct each employee to**

1. Desist from his participation in the particular activity and immediately return to his appointed place of assignment or duty.

2. If, within a reasonable period of time (not to exceed 2 to 3 minutes), the employee does not comply with the above directive, notify each employee in the presence of an adult witness to report to the office of the principal or vice-principal, or to

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*Adult witnesses should be stationed at various locations in the area and be prepared to testify regarding the audibility of the warning.

**If possible, obtain the name and employee number of each employee involved.

some other predetermined location which is properly staffed, for assignment of duties pending action concerning his refusal to comply with the directive in 1. above. A "Notice of Unsatisfactory Service" is to be issued and filed at this time as a part of the disciplinary action.

3. If, within a reasonable amount of time (not to exceed 2 to 3 minutes), the employee fails to comply with the directive issued in 2. above, notify the employee, in the presence of an adult witness, that he is guilty of insubordination and that he is subject to arrest in accordance with Section 602.9, Penal Code, and Section 16701, Education Code, and proceed with the arrest.

I. Follow these procedures in dealing with <u>adults who are not employees of the district</u>:

1. If an adult who is not an employee of the district is encouraging pupils to leave school or to stay out of class, or if he is disturbing the orderly process of the school, warn him that he is in violation of Section 602.9, Penal Code, and Section 16701, Education Code, and is subject to arrest if he continues any of these activities or remains on campus.

2. If the adult who is not an employee of the district fails to comply with the directions and conditions as referred to above, proceed with the arrest under the provisions of Section 602.9, Penal Code, and Section 16701, Education Code.

J. Provide for campus security.

1. Establish a "closed campus." (This is a school, not a law-enforcement, responsibility.)

2. If disturbances center around administrative offices, keep doors locked and admit no unauthorized personnel.

   a. Provide security measures for files and records.

   b. Determine <u>in advance</u> who will give permission to enter the campus.

3. Advise teachers to keep classroom doors locked.

4. In general, make no appointments with adults from off campus prior to 4:30 p.m.

K. Arrange for the following procedures to be observed in the event of a campus disturbance:

1. Make provisions for working with news media representatives.

a. Determine specifically who will work directly with the representatives, keeping them informed of all decisions.

b. Ask the area public information officer to request representatives of news media, particularly TV, to remain away from any area where a disturbance is in progress.

c. If possible, provide a room to be used for press conferences.

2. Appoint a faculty committee to keep staff members informed of developments.

3. Maintain a "log" in which are listed the date, time, and nature of each incident, names of the persons involved, and descriptions of the action taken.

4. Make plans for the school schedule on the following day with persons and agencies involved.

5. As soon as possible, prepare letters to parents of suspended pupils.

L. Close school only after every effort has been made to keep it open.

1. If, in your opinion, the school should be closed, confer with the Area Superintendent, who will obtain the necessary approval.

a. Legally, only the Superintendent of Schools can authorize the closing of a school.

b. Should the decision be made to do so, the Area Superintendent shall notify the Office of School Defense. The latter office shall, in turn, notify principals of neighboring schools, the Office of Public Information, the Security Section and the Transportation Branch.

2. If the request to close schools is approved, first inform security personnel at the site and police officers both on the grounds and at local stations.

3. Prior to any approved dismissal of pupils, check the entire site to determine the extent of the problem.

4. Open exits before pupils are dismissed.

5. During regular school hours, release pupils only to parents or other properly authorized adults.

6. Instruct members of the school staff, including nurses and other traveling personnel, to

a. Supervise pupils who are not released until the regular time for dismissal. (However, do not authorize the release of pupils at any time unless it is safe to do so.)

b. Remain on school premises until the safety of all pupils is assured.

APPENDIX C

C-O-P-Y

POLICY OF THE LOS ANGELES POLICE DEPARTMENT FOR HANDLING SIT-DOWN DEMONSTRATIONS IN SCHOOLS

MARCH 14, 1969

The strategems employed by the dissidents currently engaged in disruptive activities in the schools include efforts to draw the police and the school administrators into tactical responses which will produce violence and injury to students in the hope that such activity will enable the dissidents to garner support for their cause. From a strategic point of view, that position is accurate, and it is therefore incumbent upon the Police Department to cope with disruptive situations in a manner which will minimize to the greatest extent the potential for a violent confrontation on any campus. To accomplish this, the following procedures shall apply for dealing with SIT-DOWN demonstrations at schools:

* When information is received from a person in charge of a school that unauthorized persons are occupying portions of the school, and are refusing to leave, and it is his desire that law enforcement officers assist him in the arrest of such persons, a supervisory officer shall be dispatched to view the situation and assess the need for additional police personnel at the scene. His assessment shall include direct contact with the person in charge or his duly authorized representative to verify the official position of the school administrators regarding the demonstration.

When it is determined by the assigned supervisor that violations exist and that the person in charge of the school desires to arrest the violators, he shall assess the manpower and special equipment needs, giving attention to the composition of the assemblage, including ages and sex, the size of the assemblage, and the apparent disposition of the group. He shall further consider the presence of additional persons not directly involved in the sit-down demonstration, who may, nevertheless, interfere with the police operation. His total assessment shall be communicated to the Field Commander who shall decide the course of action.

When arrests of persons participating in the demonstration are to be accomplished, the following steps shall be observed:

* The person in charge of the school shall be caused to announce by sufficiently amplified means that the demonstration is unlawful (specifying the applicable code section being violated), that the persons are ordered to leave and that those refusing to leave WILL BE ARRESTED. This, and all other announcements to violators SHALL BE recorded both photographically and electronically.

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* The violators shall be informed that they will be allowed to leave if they so desire.

* Prior to the accomplishment of any arrests, the Field Commander shall assemble sufficient resources to cope with the situation in an orderly fashion. This shall include policewomen, if a significant number of female violators are involved, photographic services, movie and still, electronic services for sound recording, and sufficient reception facilities to accomodate the anticipated number of arrestees.

* Before arrest activity is actually begun, a final announcement shall be made by the person in charge of the school by amplified means, again specifying the violation of law, ordering the persons to leave, and informing them that no additional opportunities to leave will be forthcoming. Again, this announcement shall be recorded photographically and electronically.

* When arrests are begun, they shall be accomplished deliberately, without haste, and in such a manner as to minimize excitement and confusion.

* The entire transaction shall be accompanied by ample supervision and photographic evidence.

NOTE: For the purposes of this statement of policy, a "sit-down demonstration" includes any person or group of persons, essentially immobile, whether sitting, standing, or lying, who illegally occupy any portion of school property, and who refuse to leave when lawfully ordered to do so.

APPENDIX D

C-O-P-Y

POLICY OF THE LOS ANGELES POLICE DEPARTMENT

REGARDING

REGULATION OF CONDUCT AT SCHOOL CAMPUSES

FEBRUARY, 1969

Recent disturbances on campuses of junior and senior high schools have aroused concern for the authority of local police to deal with unlawful a acts committed on the campuses as a part of demonstrations taking place. Additionally, it is contended by some that police presence on such campuses is inappropriate as a matter of principle. Proponents of this philosophy argue on the grounds that police presence is oppressive and disruptive to the process of legitimate dissent.

The Los Angeles Police Department policy in this regard is founded in law and is an expression of the principle that it is the fundamental duty of government to insure a peaceful atmosphere within which the orderly processes of society may occur, including legitimate dissent.

The Police Department of the City of Los Angeles is empowered and encumbered by the City Charter to "...enforce the penal provisions of this Charter, of the ordinances of the City and of the laws of the State and nation." The Charter further requires of the Chief of Police that "He shall suppress all riots, disturbances and breaches of the peace..." To accomplish this, the Charter empowers the police to "...pursue and arrest, within the limits of the City, any person fleeing from justice..." The District Attorney of the County of Los Angeles has officially opined that "...local City police and County Sheriff's officers have full jurisdiction over the campuses of State, City, or private educational institutions within the boundaries of their respective jurisdictions. This is true even though such educational institutions have a campus police force or security guard... Finally, the exercise of law enforcement authority to act on the campus by local police departments or sheriff's offices does not depend upon the request, invitation, or consent of school authorities." In an official opinion prepared by the Legislative Counsel of California, that jurisdiction is characterized as "...an affirmative duty to take the necessary measures..." on campuses when violations of law occur. Hence, it is clear that there is no legal restraint upon the local police prohibiting or even discouraging their entry onto campuses to prevent or suppress law violations.

The Los Angeles Police Department is in complete accord with the policy inherent in the Charter and with its interpretation by the District Attorney. It is the policy of the Department to fulfill that "affirmative duty" whenever the occasion requires.

In the exercise of our responsibility in this context, the Department recognizes certain realities. First the Los Angeles Board of Education is empowered to appoint security officers who are peace officers within the

meaning of Penal Code Section 817 for the limited and specific purpose of carrying out the duties of their employment. Their status as peace officers affords such persons authority comparable to that of policemen in making arrests when acting to "...insure the security of school district personnel and pupils in or about school district premises and the security of the real and personal property of the school district..." (Ed. Code 15831)

Secondly, school campuses are regarded as a form of private property occupied and administered by a public entity. Virtually all of their administration, including limited policing activities, emanates from the Board of Education and the duly appointed administrators. We do not patrol the interior of school campuses nor do we engage in any of the routine regulation of conduct which is an integral part of our work in purely public places. Our presence on the campuses is normally upon the request of the school authorities to cope with situations beyond the physical capabilities of the school security officers or to investigate criminal offenses.

It is the view of this Department that, in the daily routine, the school security officers and administrators can and should perform all of the regulatory functions which are inherent in campus life. In extraordinary circumstances which do not exceed the physical or technical capabilities of the school administrators and security officers or require the investigation of criminal offenses, we consider it desirable that they so perform. This includes demonstrations. If, on the other hand, the situation is beyond the capacity of the school administration to control <u>fully</u> and <u>effectively</u>, our handling of the situation is not only desirable, but imperative. It is the policy of the Los Angeles Police Department that whatever resources are required to end disorder will be brought to bear immediately and aggressively.

It is further the policy of the Department that command officers establish a close liaison with the administrators in charge of school located within their several jurisdictions to develop an understanding of what their relative functions will be during campus disorders. They must establish clear lines of communication which will ensure that when personnel of the Los Angeles Police Department are called to deal with a campus disorder, the summons will be authoritative and <u>will not be countermanded</u>.

It is the policy of the Los Angeles Police Department that tactical decisions will be those of the Los Angeles Police Department Field Commander. Persons committing unlawful acts in the presence of Los Angeles Police Officers will be arrested and prosecutions pursued fully to their conclusion. Where offenses are such as to <u>require</u> the testimony of school administrators for a successful prosecution, Los Angeles Police Officers will assist campus authorities and security officers acting in their respective capacities in securing the detention of the offenders as well as the evidence required for their prosecution. The commitment of the resources of the Los Angeles Police Department will be for whatever time is necessary to restore the situation to normal.

It is not the intention nor the desire of the Los Angeles Police Department to suppress or restrain any lawful activity, either on or off campus, in

any manner. We will expend whatever resources are necessary to protect the rights of any group to demonstrate peaceably and lawfully, at any location within our jurisdiction. It is our intention, however, to regard unlawful activity, whatever its guise, as dangerous, disruptive, and worthy of our aggressive attention, and to inform all those intent upon the commission of illegal deeds that we will take all available legal steps to make the consequences of their acts unattractive.

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